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1. Only the Minister of the Merchant Marine or a person fulfilling his duties has the right to apply directly to the USSR Council of Ministers or the Central Committee of the USSR Communist Party for decisions on matters concerning the Merchant Marine. However, the Chief of the Merchant Marine Political Directorate or a person fulfilling his duties does have the right to address himself to the Party Central Committee though not to the Council of Ministers.
2. Any official of the Merchant Marine Ministry has the right to initiate an enterprise or proposal which requires coordination with, or permission of the USSR Council of Ministers. Such an enterprise or proposal must go through appropriate channels and the Minister has the final decision as to whether or not to make application to the Council of Ministers. In the overwhelming majority of instances, the Minister does not decide such questions alone but confers with the Ministry Collegium or the Technical Council. However, the Ministry is not bound by the opinion of the latter two organizations and may ignore their advice. In line with the principle of one-man-command which exists in all organizations of the USSR, his decision is final. Consultation with the Ministry Collegium or Technical Council is for the purpose of establishing the correctness of a given proposal or undertaking and deciding the probabilities of its approval in the USSR Council of Ministers.
3. The following important undertakings are carried out with the permission of the USSR Council of Ministers:

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- (a) policy problems which concern overall government policy;
 - (b) reconstruction of existing enterprises which demand capital expenditures;
 - (c) construction and operation of new enterprises;
 - (d) construction and operation of new buildings and equipment which require capital expenditures;
 - (e) reorganization of existing enterprises and organizations;
 - (f) changes in production plan;
 - (g) changes in State approved allocations;
 - (h) increase in numbers of administrative personnel;
 - (i) increase in salaries and wages;
 - (j) the introduction of undertakings which conflict with existing laws and directives of the government;
 - (k) the liquidation of enterprises and organizations which had been created as a result of government directives.
4. Justification for a proposal will depend on the nature of the proposal. The basic requirements for justification directed to the Council of Ministers as well as to the Merchant Marine Ministry are:
- (a) the economic practicability of the proposal ie, it should not involve new expenditures of funds and materials;
 - (b) the practicability of the proposal from the point of view of the Government on the whole;
 - (c) the practicability of the proposal from the point of view of improvement in the activity of the given enterprise.
5. Whether a proposal comes from the periphery to the Merchant Marine Ministry or from the Merchant Marine Ministry to the USSR Council of Ministers they must have a detailed justification based on the above principles. The following examples will explain what has been stated above: It became clear at the end of 1949 that, in spite of measures taken by the Merchant Marine Ministry and in particular by the Chief Directorate of Northwest Fleet and Ports, the managements of the Estonian and Latvian Shipping Companies were not working effectively. There were frequent instances of under-fulfillment of shipping quotas and significant losses resulting from unsatisfactory economic and financial administration. Mizernitskij, fnw Chief of Glavsevzapflot (Chief Directorate of the Northwest fleet and Ports) proposed the liquidation of these shipping companies and the creation in their place of agencies of the Baltic State Marine Shipping Company, whose chief had no objection to such a proposal because it gave him added influence. N V Novikov, Minister of the Merchant Marine found Mizernitskij's proposal practical and proposed the organization of a commission to draft an appropriate proposal for the Government. Such a commission was created at the end of 1949 and was composed of: Chief of the Glavsevzapflot, Chief of the Labor Division of the Glavsevzapflot, Chief of the Baltic Shipping Company, Chief of the M M F, Division of Labor and Salary, Chief of the Planning - Economic Division of the M M F and myself, who was then on TDY in Moscow. Rather than basing our proposal for the liquidation of the Estonian and Latvian Shipping Company on the result of the work they had done, we based our proposal on the following factors:
- (a) The maintenance of these two shipping companies which had a small number of ships (20-22 units combined) and handled an insignificant volume of cargo (1.6-2.0 million tons in a shipping season), was uneconomical and cumbersome from the point of view of the management of the shipping companies which planned and recorded their activities.
 - (b) It was uneconomical to maintain an independent and rather cumbersome administrative apparatus in each of these shipping companies;
 - (c) The liquidation of these shipping companies and creation of Baltic Shipping Company Agencies in their place would make curtailment of administrative apparatus possible, and would lead to an improvement of their operational management by the Chief of the neighboring

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Baltic Shipping Company. The creation of a Baltic Shipping Company under the centralized management of a Chief would facilitate the organization of shipments between Baltic Ports. Thus, our justification for the proposal accorded fully with existing USSR requirements, curtailment of shipping company expenditures, flexibility and efficiency of management and work economy.

6. The USSR Council of Ministers officially rejected the proposal for the liquidation of the Estonian and Latvian Shipping Companies as an unnecessary undertaking. Unofficially, the Minister was told that the proposal was correct and timely but government policy made it necessary to avoid such an undertaking for the time being. The maintenance of these shipping companies was necessary as propaganda. This was an instance when a Merchant Marine Ministry proposal involved a problem of general principles which affected overall government policy. From this it was apparent that in spite of the economic practicability of the proposal it was rejected by the Council of Ministers as being politically unfavorable at the moment. The proposal will be accepted in the Council of Ministers if the political point of view of the government changes.
7. Let us suppose that it becomes necessary in a shipping company to organize ship repair work shops which involve large capital expenditures by the shipping company. In such a case the Chief of the shipping company must present to the Chief of the Glavk through proper channels a proposal containing justifications which must consist of the following factors:
 - (a) Reasons necessitating the organization of ship repair workyards in the shipping company. Reference must be made to insufficient capacity of existing ship repair bases in the given area or to other such factors.
 - (b) The volume of expenditures in acquiring the buildings, machines, equipment, etc, for the workshops.
 - (c) The production - finance plan of the workshops, ie, a detailed calculation of a year's activity of the workshop must be presented and must allow for a profit and low unit cost of repair operations.
 - (d) What administrative and technical personnel must be maintained in the workshop.
 - (e) The possibility of finding within the shipping company means and materials for the organization of the workshop (usually such means and materials are not present). The Chief of the shipping company must present this type of a proposal through channels to the Glavk. The Chief of the Glavk studies the proposal at a meeting of the Technical Council and if it merits attention, he addresses it through channels to the appropriate Deputy Minister. If the Deputy Minister finds the proposal practicable he refers it to the Minister. The Minister, in turn, presents the proposal for discussion in the Ministry Collegium or the Technical Council where a final decision will be taken as to whether or not to propose the matter to the Council of Ministers. The Minister can turn down the proposal without consulting the Collegium or the Technical Council if he finds the proposal impractical or if he thinks it has no chance of being approved by the government. If the Minister presents the proposal to the government he must, in order to increase the chances of approval, indicate in the proposal whether the Ministry can organize the workshops at its own expense by reallocating existing funds. It is very difficult to get a positive decision from the government in undertakings which will require additional State allocations. As a rule, individual undertakings of such a nature which promise no profit or advantage to the government are doomed to failure. The government will agree to additional allocations when a given undertaking has political importance for the government as a whole.
8. The procedure for presenting a proposal to the Council of Ministers is as follows: (It should be noted first of all, that there are undertakings which

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are not initiated by the Ministry of the Merchant Fleet but are based on government directives and regulations which are not always coordinated with the Ministry. However, we are interested in undertakings initiated by the Ministry of the Merchant Fleet for approval by the Council of Ministers.) Suppose that the initiator of an undertaking is the manager of a peripheral organization such as the Chief of a shipping company. The latter would draft a detailed proposal giving justification in collaboration with appropriate specialists and would address it to the Chief of the appropriate Chief Directorate through channels. The head of the Chief Directorate may act as follows:

- (a) He can call a meeting of the Technical Council of the Glavk and make his decision after consultation with the Council; or
 - (b) he can transmit the draft of the proposal to the appropriate specialist or division head of the Glavk for comment. If the comment is in favor of the proposal, the head of the Glavk can present the draft of the proposal for final discussion and re-working at a meeting of the Technical Council of the Glavk, or he can decide not to present the proposal draft for discussion. This would depend on the nature of the proposal, conditions at the given moment, and the character of the Chief of the Glavk.
9. If the head of the Glavk approves the proposal, he may transmit it through Glavk channels to the Deputy Minister for his final sanction. In a number of instances, before transmitting the proposal for final sanction of the Deputy Minister, it is necessary to receive sanction in the appropriate Central Division of the Ministry, such as the Central Division of Labor and Wages, Central Planning-Economic Division, Central Accounting, Central Technical Directorate, etc. If the Deputy Minister finds the proposal expedient, he presents it to the Minister of the Merchant Marine for a final decision. If the Minister has no objection to the undertaking, he can proceed in the following fashion:
- (a) Check to see whether the undertaking has been coordinated with the appropriate officials of the Ministry, then sign it for transmittal to the Council of Ministers;
 - (b) Take the project plan to the Collegium or the Technical Council of the Ministry for deliberation, after which it is presented to the Council of Ministers for confirmation. Neither the Merchant Marine Ministry nor the Ministry of River Transport or any other ministries addressed the Chairman of the Council of Ministers directly.
10. Up to 1952, the Merchant Marine Ministry and the Ministry of River Transport had as their Chief Deputy Chairman of the Council of Ministers L P Beria. All problems which had to be resolved in the Council of Ministers were addressed to him. After Beria had examined a question and decided affirmatively he presented it to the USSR Council of Ministers for their examination. Novikov, Minister of the Merchant Marine and Shashkov, Minister of the River Fleet could not go over Beria's head and propose any measure of any kind to the Council of Ministers.
11. Ordinarily, Beria himself examined the the proposal of the Minister and decided whether or not to present it to the Council of Ministers for confirmation. If there were any questions, Beria would return the proposal to the Minister for refinement or more justification, or else send for the the Minister. Occasionally, Beria suggested to the Minister (in connection with some problem) that he send for appropriate specialists from the Central Office of the Ministry and from peripheral organisations for a conference

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which Beria himself conducted and from which he made his decision after listening to the opinions of the specialists.

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12. In the case of a Ministry at the Union Republic level, a proposal must be presented to the corresponding All-Union Ministry. For instance the RSFSR Ministry of Fishing Industries must address itself to the USSR Ministry of Fishing Industries which will, in turn, forward the proposal to the USSR Council of Ministers.
13. If a republic-level Ministry is not a part of an All-Union Ministry, it must present its proposals to the RSFSR Council of Ministers. For example, there is an RSFSR Ministry of Communal Economy but there is no corresponding USSR Ministry of Communal Economy. The RSFSR Council of Ministers will resolve the problem independently if able to do so, but if the proposal merits attention but cannot be decided at that level, it will be brought to the USSR Council of Ministers for a decision.
14. [redacted] receiving permission on a question in the USSR Council of Ministers usually demands much time and work from officials of the Merchant Marine Ministry and peripheral organizations who are interested in a successful outcome for the project. As a rule, the procedure goes on for several months and very frequently for more than a year.
15. The Merchant Marine Ministry is informed of decisions of the USSR Council of Ministers in the following manner: After a decision is arrived at and signed in the Council of Ministers, it is sent for registration and duplication to the appropriate office (kantseliariya) of the Council of Ministers. Regulations are registered in chronological order and duplicated as a rule by a typographic method. After the regulation or resolution of the Council of Ministers is duplicated in the correct number of copies, a list is made up of those persons and organizations who must receive copies and in what numbers. If the regulation is not of a classified nature, the entire registration and mailing procedure is carried on by normal means through the office and messengers. Frequently, the office or directorate of Affairs (Upravlenie Delami) of the Merchant Marine Ministry will inquire by telephone whether or not there are any documents concerning the Merchant Marine Ministry. If there are, the Ministry sends the appropriate Ministry official to the office of the Council of Ministers. The ordinary procedure for dispatching resolutions and regulations of the Council of Ministers is through the Government Post Office.
16. If the resolution or regulation is of a classified nature, its registration, duplication, distribution, and delivery to addressee is carried on through secret coding departments by secret mail. In the Council of Ministers and in the Merchant Marine Ministry, classified documents are marked with a letter "S" which is placed by the number of the regulation or resolution. Highly classified documents are provided with the numbers "SS" which means completely secret (Sovershenne Sekretno). This designation is also placed by the number of the document.

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17. Resolutions of the USSR Council of Ministers which come to the Merchant Marine Ministry, as a rule, have the following appearance:

a/

POSTANOVLENIE
(Regulation)

SOVIETA MINISTROV SOYUZA SSR
(USSR Council of Ministers)

gor Moskva
(City of Moscow)

No.....

" " Month 19.. year

b/

RASPORIAZHENIE
(Disposition)

SOVIETA MINISTROV SOYUZA SSR
(USSR Council of Ministers)

gor Moskva
(City of Moscow)

No.....

" " Month 19.. year

"Regulations" are government decisions which are for the Merchant Marine Ministry as a whole, and concern all its organizations and provide for large and serious undertakings for the Ministry.

"Dispositions" are such government decisions as concern some definite area of the Merchant Marine Ministry and some individual problem. The following example illustrates what is meant by "Disposition":

In November 1950 the Merchant Marine Ministry received a disposition from the USSR Council of Ministers which permitted the administration of the shipping companies "Reydtanker" and "Kasptanker" to serve free meals, at norms similar to those received by crews of transport ships, to operational workers of the 14-foot roadstead and the Gurev roadstead (dispatchers, inspectors, operators and communications workers). This disposition concerned only two shipping companies and a very insignificant category of workers. When the Minister of the Merchant Marine receives a regulation or disposition of the Council of Ministers, he sends out, on the basis of it, either an order for the Ministry as a whole, or a disposition or simply a directive in the form of a cable.

18. When the council of Ministers decides negatively on some proposal of the Ministry of Merchant Marine, it is as a rule useless to try and raise the question again. Much depends on the nature of the undertaking being proposed for confirmation, circumstances at the moment, the political situation and the campaign being conducted by the government at the moment. For example, the USSR Council of Ministers' Regulation of 8 May 49, raised wages and salaries for River Fleet employees. This change meant that River Fleet employees received considerably more pay than Merchant Fleet employees of corresponding rank and training, which the existing situation did not justify. P P Shirshov, (then Minister of the MAF) immediately asked for an upward revision of salaries and wages of Merchant Fleet employees. In spite of the fact that the request was fully justified, the government refused to make a revision. The reason for this refusal was the situation existing during World War II wherein the River Fleet was of greater national importance than the Merchant Fleet, since most USSR Sea Routes were paralyzed at the time. Therefore it was more important during this period to create favorable material conditions for River Fleet employees. Immediately after the conclusion of the war, the Merchant Marine Ministry again asked the government for a review of its wages and salaries. Since the Merchant

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Marine Fleet had assumed greater importance in the national economy after the war, the government was able to satisfy this request. Regulation No 482 of the USSR Council of Ministers of 28 Feb 46, revised salaries and wages of Merchant Marine Ministry employees so that they exceeded those of corresponding ranks in the River Transport Ministry by 10 to 15%.

19. [redacted] several of the more important proposals of the Ministry of the Merchant Marine which received government approval during the period 1945-1951.

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(a) At the end of 1944, the head of the "Reydtanker" Shipping Company, MR Loginov (now head of the Baltic Shipping Company) requested the Minister of the Merchant Marine, P P Shirshov, (who died in 1953) to take the service of Waterways and Equipment (Sluzhba Puti i obstanovki) away from the former Directorate of the Astrakhan "Reydmorput" and include it in the "Reydtanker" Shipping Company system. The reasons for the request were the following: The "Reydmorput" Directorate was supposed to insure normal technical conditions in the Volga-Caspian and the Urals-Caspian canals for which it was carrying on the necessary dredging operations. The "Reydtanker" Shipping Company paid the "Reydmorput" Directorate for carrying on this work. Supervision over dredging operations is the responsibility of the Service of Waterways and Equipment. As a result of this situation, the "Reydtankhflot" Directorate planned, carried out, and inspected the work itself. Based on its inspection documents the "Reydtankhflot" Directorate would present its bill for the work that had been carried out to the "Reydtanker" Shipping Company. The result was a strange situation where the shipping company paid money for work which it did not inspect and did not even know for what it was paying the money. As a result of a number of wrecks during the navigation season it became apparent that dredging operations were unsatisfactory. It was this situation which obliged the Chief of the "Reydtanker" Shipping Company to request that the supervisory organ Service of Ways and Equipment be made a part of the "Reydtanker" Shipping Company. The request was entirely justified; the Minister approved it and in turn presented it to the government. The Minister could not decide this question independently as it concerned the reorganization of not one but two major government enterprises, the "Reydtanker" Shipping Company and the "Reydtankhflot" Directorate. Around 10 May 45, the USSR Council of Ministers issued a disposition transferring the Service of Waterways and Equipment from the "Reydtankhflot" Directorate to the "Reydtanker" Shipping Company and on 16 May 45 a corresponding order of the Minister of the Merchant Marine followed. This was an instance when an undertaking did not affect overall government policy nor require additional appropriations but on the contrary, made possible a curtailment in the administrative T/O of the Service of Waterways and Equipment as well as in the "Reydtankhflot" Directorate.

(b) In the beginning of 1945, the Merchant Marine Ministry a second time presented a request to the Government for an upward review of salaries and wages for seamen and shore employees of the Merchant Marine Ministry. Justifications for the request were the following: first of all, seamen's wages at that time were much lower than those of river sailors, which was inconsistent with the existing situation, for with the end of World War II, the Merchant Marine was given great and responsible tasks in connection with the restoration and development of the Merchant Marine. Furthermore, the Merchant Marine played a more vital part in the national economy. Charts showing the proposed salaries and a detailed calculation of supplementary appropriations made necessary by increased salaries was attached to the petition.

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[redacted] the Government cut the amount significantly and called for a revision of salary schedules within the limits of the determined appropriations. After a great number of corrections and refinements, on 28 Feb 46, Council of People's Commissars Regulation (postenovleniye) No 482 was published concerning salary increases for seamen and shore employees of the Merchant Marine. On the basis of this regulation, the Minister of the Merchant Marine issued order (prikaz) No 139 dated 13 Mar 46.

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(c) In February 1947, the Minister of the Merchant Marine submitted a petition for a review of the existing system for granting premiums to seamen and shore employees for fulfillment and over-fulfillment of production assignments. The Government asked for concrete proposals from the Ministry of the Merchant Marine. By order of the Minister, a special commission was created to work out a new system for granting premiums.

25X1 [redacted] a group which was to work out a premium system for seamen in all
25X1 branches of the fleet, except the technical branch, and for shore employees of the shipping companies. In March 1947, the commission was assembled in the Ministry and worked for about two months. The government rejected several plans for premium systems, demanding that expenditures of funds under the new system should not exceed but on the contrary should be less than under the old system. Finally in July 1948 a regulation (postanovleniye) was published by the Council of Ministers concerning the introduction of a new system for granting premiums to seamen and shore workers of the Merchant Marine for the fulfillment and over-fulfillment of shipping quotas and other production assignments. On the basis of this regulation, Minister of the Merchant Marine N V Novikov issued the corresponding order No 420 for 28 Aug 48.

25X1 [redacted] in the Ministry to draft a petition to the government on
25X1 changing the regulation concerning the serving of meals to sailors of the transport and auxiliary fleet. Under the existing regulation, sailors were fed according to pre-World War II norms based on the following calculations: crews of dry-cargo transport vessels were allowed 90 rubles a month per man; crews of dry-cargo transport vessels operating in Northern and Far Eastern waters were allowed 124 rubles a month per man; crews of petroleum transport vessels were allowed 108 rubles a month per man; and crews of service-auxiliary and ways fleet were allowed 60 rubles a month per man. This meant that in addition to base salaries, while the ship was in operation, the above-indicated sums were released for the purpose of buying food, or, according to official terminology, "to organize the collective sustenance of sailors." The following was cited as justification for our request: State food prices had risen so much that funds appropriated for collective sustenance were adequate only for bread, and that in insufficient quantities. In this way, the State policy of collective feeding of seamen was not being realized. As documentation for our request we submitted materials and calculations of food norms issued to sailors of the Navy, norms existing for sailors before World War II and before the Revolution. The latter documents were found in the archives. Our petition was transmitted to the State through Deputy Chairman of the Council of Ministers L P Beria, and it was not rejected.

[redacted]
There was not to be any food allowance in money. The selection of food products for seamen in the Archangelsk zone was calculated at 329 rubles a month per man. The figure in rubles was revised as State food prices were changed, but the actual ration remained the same.

(e) In the middle of 1948 a Government directive ordered the curtailment of administrative TD's by 10-15%. The review of TD's in the Ministry of the Merchant Marine had taken place during the spring of 1946.

25X1 [redacted] However, the Government rejected the new
25X1 TD proposal by our commission since it called for an increase, while Government policy at that time was directed at curtailing administrative staffs.

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(f) In July 1948 the Presidium of the USSR Supreme Council issued a directive establishing personal titles for officials of the Merchant Marine and introducing the wearing of a new uniform and changes in the disciplinary statute for merchant transport employees. This was an instance when the initiative was on the part of the Merchant Marine Ministry the leaders of which were pursuing the following goal: if personal titles such as those in the Navy were introduced, it would be possible to secure certain advantages which the Navy enjoyed such as free issue of uniform, augmentations of basic salaries for personal titles and longevity. The leaders also included a proposal to increase old-age and disability pensions. All of those proposals were included in the over-all plan to be submitted to the government. However, leaders of the Ministry miscalculated, for all the proposals for extra privileges were rejected, while proposals for personal titles and concomitant reinforced discipline were approved. In addition, seamen were obliged to pay for their own uniforms which was a blow to their already strained material circumstances. Salary deductions for men of middle rank came to not less than 20% a month, and this was a continuing deduction for uniforms had to be kept up and exchanged.

(g) At the end of 1949, the Merchant Marine Ministry addressed itself to the Government (through Beria) concerning the possibility of establishing percentage longevity increases and increased pensions for seamen. The government invited the Ministry to draft and submit its proposals. A commission [redacted] was hastily organized and a proposal drafted. Beria made a preliminary examination of the proposal and gave his approval, which meant half the battle was won. On 13 Nov 50 the Council of Ministers published a regulation which provided for the payment of longevity supplements to all shore employees with the ranks of lieutenant and up, as well increased old-age and disability pensions for these categories of employees, providing their service with the merchant fleet has been continuous. Increased pensions were also provided for certain categories of shore employees without regard to rank. These latter categories included operators of machinery in the ports, inspectors, dispatchers and a number of others. Only a continuous service record with the merchant fleet, regardless of rank, was the criterion for granting increased pensions to these employees.

(h) In the beginning of 1949, the "Reydtanker" and "Kasptanker" shipping companies petitioned the Merchant Marine Ministry for permission to issue free food rations according to shipboard norms to certain categories of employees who were occupied during the entire sailing season with work on the 1/4-foot roadstead and the Gurev sea roadstead. These employees included dispatchers, inspectors, machine operators, communications workers who remain at sea (on the roadstead) during the entire navigation season and have no opportunity to go ashore even for a short period. These employees have the same work day as seamen aboard ship and often they have a much greater workload. After a long correspondence, in November 1950 the Council of Ministers satisfied this request in a special order permitting the issuance of food rations during the sailing season for those workers located constantly on the roadsteads. The government refused permission to make changes in the pre-World War II system for the collective feeding of crew members serving in the service-auxiliary fleet.

20. As a rule, in his actions the Minister of the Merchant Marine must be strictly guided by existing Government directions and regulations, and any actions not covered by such directions and regulations can only be taken with the appropriate sanction of the Council of Ministers. However, in everyday practice there can be instances when the Ministry takes independent action but with government approval, if such isolated actions do not actually conflict with existing regulations and do not require additional appropriations or other material expenditures. The following is an example of such an instance: The winter of 1947-1948 was very mild in Astrakhan and directors of the "Reydtanker" and "Kasptanker" shipping companies thought it possible to extend the sailing season into the winter. This was reported to the Chief of Glavnefteflot and the Minister of the Merchant Marine. The latter in turn informed the government. The government approved the enterprise but issued no regulation or resolution, affording the Minister the opportunity of acting independently, using his own judgment according to the prevailing situation. The Minister came to an agreement with the Minister of Petroleum Industries and gave the order to carry out sailing operations on the Caspian Sea during the winter. (Operations were curtailed within a month, however, for ice conditions remained difficult in spite of the mild weather, particularly with regard to the shallow waters of the Volga-Caspian Canal). The following is another example: In 1949 the "Reydtanker" shipping company began to feel a sharp need for additional personnel, particularly 1-st and 2-nd class sailors, because of large increases in the number of petroleum barges. The management of the shipping company addressed

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a request to the Ministry of the Merchant Marine for securing permission from the government to carry on recruiting among urban and rural populaces of certain oblasts. The Minister addressed this request to the government and received permission to go ahead without any special regulation. It was understood, of course, that there was no question of trying to recruit collective farm workers, for this is strictly forbidden without special government permission and furthermore, chairmen of village councils do not have the right to issue passports to collective farm workers. Thus the Ministry was given the right to recruit without special permission among people having passports and having the right to leave their previous place of employment. The recruiting campaign was unsuccessful and was soon curtailed. The overwhelming majority of residents in rural areas are collective farm workers and could not be approached for recruitment for they do not have passports and cannot be issued passports without special government regulation. It is illegal to sign up anyone for any kind of work without a passport. Those residing in cities are usually already employed and their employers are not always able to free them from their work.

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21. Such are the type of projects which the Merchant Marine Ministry can undertake independently by simply getting government approval and without written regulations of directives.
22. Thus in brief is the relationship between the Ministry of the Merchant Marine and the USSR Council of Ministers.

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